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HEALTH SERVICES RESTRUCTURING COMMISSION

# Rural and Northern Hospital Network Report

## Network # 12 and 14 Northwest

March 1999

This report describes the Health Services Restructuring Commission's (HSRC) intended approach to rural network formation in Northwestern Ontario.

Donald Thornton is the lead commissioner of this report.

The hospitals considered in this review are:

#### **Network 12**

Hornepayne Community  
Nipigon District Memorial  
Geraldton District Hospital  
Manitouwadge General  
Wilson Memorial General  
McCausland  
Thunder Bay Regional (secondary referral)  
St Joseph's Care Group (non-acute)

Hornepayne  
Nipigon  
Geraldton  
Manitouwadge  
Marathon  
Terrance Bay  
Thunder Bay  
Thunder Bay

#### **Network 14**

Lake of the Woods District  
Riverside Health Care Facilities  
  
Dryden District General  
Red Lake Margaret Cochenour Memorial  
Sioux Lookout District Health Centre  
Sioux Lookout Zone  
Atikokan General  
Thunder Bay Regional (secondary referral)  
St Joseph's Care Group (non-acute)

Kenora  
Fort Francis, Emo, Rainy  
River  
Dryden  
Red Lake  
Sioux Lookout  
Sioux Lookout  
Atikokan  
Thunder Bay  
Thunder Bay

The structure of this report is as follows:

- Section A      Introduction and Background**  
Identifies the special issues related to the provision of health care in rural and northern communities and the HSRC principles for restructuring in these communities.
- Section B      Community Overview and Report on Progress to Date**  
Provides an overview of the community and the progress made to date in restructuring health services.
- Section C      HSRC Approach to Restructuring in Rural and Northern Communities**  
Describes the process for network formation and the responses received from the community regarding the proposed networks.

**Section D      Network Goals, Objectives and Tasks (Terms of Reference)**  
Provides an overview of the goals and objectives of the network participants. The tasks required to meet these goals and objectives and options to facilitate decision making are included.

**Section E      HSRC Conclusions**

- Appendices:**
- 1   Network Map**
  - 2   List of Rural and Northern Networks**
  - 3   Excerpts from *Examples of Excellence in Primary Care, Ontario*  
College of Family Physicians**
  - 4   Organization Models and Definitions**
  - 5   Guidelines for Network Reports**

## **Section A: Introduction and Background**

### **HSRC Mandate and Terms of Reference**

The HSRC, established in the spring of 1996, is an independent body operating at arm's-length from the government. The Commission's four-year mandate consists of three specific and closely related components:

- To make binding decisions to restructure Ontario's public hospitals;
- To provide advice to the Minister of Health about which health services will require reinvestment as a result of changes to the hospital system and changing needs of the population; and
- To make recommendations to the Minister of Health on restructuring other components of the health care system leading to creation of a genuine, integrated health services system.

During the first two and a half years, the HSRC concentrated its attention on three primary objectives:

1. The creation of a working hypothesis – a vision of the health services system describing what Ontario needs to meet the challenges of the early 21<sup>st</sup> century.<sup>1</sup>
2. Restructuring hospitals in larger, primarily urban, communities.
3. The establishment of planning guidelines to support recommendations made to the Minister of Health on reinvestments required to support restructuring of acute care facilities namely, home care, long term care, rehabilitation, mental health, and sub-acute care.<sup>2</sup>

### **Rural and Northern Hospital Review**

In June 1998, the HSRC began the phase of its work related to restructuring hospitals in rural and northern parts of the province. The HSRC's overall goal for restructuring

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<sup>1</sup> *A Vision of Ontario's Health Services System.* Health Services Restructuring Commission, Toronto. January 1997. The vision included a description of the desirable characteristics and overall structure of Ontario's health services system. The vision document was released as a working hypothesis and is being used by the HSRC as the basis for further developing a policy framework and for making recommendations to the Minister of Health on the steps and strategies required to proceed from vision to actual system-building.

<sup>2</sup> *Change and Transition: Planning Guidelines and Implementation Strategies for Home Care, Long term Care, Mental Health, Rehabilitation, and Sub-acute Care.* 1998. Health Services Restructuring Commission, 1998.

hospitals in rural and northern communities remains the same as for urban communities: to ensure that each of the networks will provide optimum accessibility to the highest possible quality of hospital based services for the population served in the most cost-effective way. However, from the beginning of its mandate, the HSRC acknowledged there are particular challenges and conditions in rural and northern communities. The HSRC recognized that the methods and procedures developed for restructuring in urban areas would not be suitable for rural and northern hospitals.

The HSRC's approach to restructuring rural and northern hospitals builds on its understanding of rural and northern issues as well as the policy guidelines established by the Ministry of Health (MoH) in *The Rural and Northern Health Care Framework*<sup>3</sup>.

The HSRC developed a number of underlying assumptions at the outset of its review of rural/northern communities. These include the following:

- *Ontario's rural and northern hospitals should be networked, or formally linked with one another. Member hospitals in each network will collaborate and provide one another with mutual support and enable the coordination of services at the planning, operational and strategic level.*
- *Each network is to contain a secondary care, referral hospital (referred to as 'C' hospitals in the MoH Rural and Northern Health Care Framework.)*
- *The primary goal of the HSRC's approach to rural and northern hospitals is to ensure that each of the networks will provide optimum accessibility to the highest possible quality of hospital-based services in the most cost-effective manner for the population in all communities served by the member hospitals.*
- *Hospital closures in rural and northern communities are neither desirable nor feasible. However, there are savings that can be derived through clinical and administrative efficiencies that can be redirected to the maintenance and, where possible, enhancement of patient care programs and services.*

The HSRC is approaching the creation of hospital networks in rural/northern Ontario through a two stage process:

### Stage 1

- Confirm network membership
- Formalize linkage(s) between rural hospitals [within each network] and their major secondary referral hospital.
- Articulate tasks to be achieved by the networks as part of stage 2 activities

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<sup>3</sup> Ministry of Health [1997]. *The Rural and Northern Health Care Framework* uses the term regional to describe a system of "networks" or clusters" called Rural and Northern Health Care Networks. It is through these networks that hospitals will be formally linked. As stated in the framework hospitals within about 40 kilometres of each other will be expected to form clusters (networks) with shared administrative, support and clinical functions as well as explore opportunities for common governance. If a hospital cluster is more than about 40 kilometres away from a full service emergency hospital, at least one of the hospitals within the network will have enough secondary resources to provide Level B emergency services with the remainder providing Level A access, triage and transportation.

## **Stage 2**

- Networked hospitals will work together to carry out the objectives and terms of reference/ tasks set by the HSRC. Implementation plans and progress reports are to be submitted to the HSRC no later than September 20, 1999.

## **Characteristics of Rural and Northern Hospitals**

The HSRC's analysis of rural and northern hospitals revealed common characteristics. These characteristics point to the need for an approach to restructuring in rural and northern hospitals that is tailored to these hospitals.

## ***Role of Rural and Northern Hospitals***

Hospitals in rural and northern areas play an essential role in the provision of health care to residents in these communities. Rural and northern hospitals often provide the only access to acute care, emergency services and specialty services in the community. They may be the only source of diagnosis and after-hours health care. Because many provide supervised care on a 24 hour basis, they often provide primary health care services as well as performing an important social services role normally provided by a variety of other organizations in urban communities. As a result, residents in rural and northern areas maintain a particularly strong identification with, and loyalty to, their local hospital. The HSRC recognizes the importance of rural and northern hospitals in the provision of health care in these communities. It is anticipated that the formation of networks, whose members will plan for the health care needs of the region as a whole, will facilitate access to high quality primary and secondary services.

## ***Access to Services***

Ensuring access to health services in rural and northern communities presents particular challenges. The low population density common to many of these communities, means that the variety of services that are available in urban areas are found only in regional centres located distant to local communities. Many rural areas lack public transportation systems which creates challenges concerning access to health care services. Ensuring access to services such as emergency health care, obstetrics, surgery, and mental health, and regional programs provided at tertiary or secondary referral centres is an issue of on-going concern in these communities. Access to follow-up services is also a problem. Distances can restrict the availability of follow-up services in the home and/or the ability of the patient to return to the providing institution for follow-up care.

## ***Low Patient Volumes***

The low population density characteristic of many rural and northern communities contributes to low patient volumes for hospitals and other health care providers, making the provision of quality, affordable and accessible care a challenge. Providing services

that achieve a balance between quality and accessibility requires careful planning and collaboration among all health care providers in the region.

In addition the relatively small size of health care organizations in rural and northern communities leads to high fixed operating costs in relation to the overall budget. It is anticipated that networks of hospitals that plan and provide services for a region will enhance the ability of the network members to realize some economies of scale.

### ***Recruitment and Retention of Providers***

The shortage of physicians and other health professionals is an on-going challenge in rural and northern areas. The longstanding difficulties in recruiting and retaining sufficient physicians and other health professionals has been well documented in a recent report jointly published by the Society of Rural Physicians of Canada and the Professional Association of Interns and Residents of Ontario. This report, *>From Education to Sustainability*<sup>4</sup> outlines some of the historic reasons for the difficulties in recruitment and retention and provides a set of recommendations to address the problem.

Two of the challenges encountered by physicians and other health professionals working in remote parts of the province relate to difficulties in accessing educational resources and limited opportunities to confer with colleagues. Telemedicine and other forms of technologies are opening up possibilities to address these challenges. Innovations such as computerized patient records, decision support systems, community health information networks and other technologies should reduce the sense of isolation of health professionals and can also affect the cost, quality and accessibility of health care.

### **Conclusion**

The development of networks of hospitals that will plan for the needs of the residents of a district, including the location and scope of services required, will provide some solutions to the challenges presented by the particular characteristics of rural and northern communities.

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<sup>4</sup> The Society of Rural Physicians of Canada and the Professional Association of Interns and Residents of Ontario, *From Education to Sustainability: A Blueprint for Addressing Physician Recruitment and Retention in Rural and Remote Ontario*, December 1998.

## **Section B: Community Overview and Report on Progress to Date**

### **Community Profile**

The Northwestern Ontario region, which includes the two proposed hospital networks, has 15 hospital corporations on seventeen sites. The Thunder Bay Regional Hospital is the secondary referral hospital for the networks. The region has one non-acute hospital, the St. Joseph's Care Group located in Thunder Bay. As well, one hospital, the Sioux Lookout Zone Hospital, is administered under the jurisdiction of the federal government. The Riverside Health Care Facilities is a merged hospital corporation with sites in Fort Frances, Emo and Rainy River. The remaining hospitals are small, single-site community hospitals that are governed by public hospital boards.

The northwest region covers a very large geographic area with low population density. According to the 1996 Census<sup>5</sup> the population of Thunder Bay District was 157,600, Kenora District was 63,300 and Rainy River District 23,000.

Northwestern Ontario has a large First Nations population. The First Nations populations present a challenge for the delivery of health care in Northern Ontario. Many of the First Nation communities are located in remote regions that are not accessible by most means of transportation. Furthermore, provision of health care is complicated by the difficulty of these groups in accessing care in their language.

The distance from Thunder Bay to the communities on the western side of the region ranges from 200 kilometres from Atikokan to 500 kilometres from Kenora. To the east, distances range from 124 kilometres from Nipigon to 450 kilometres from Hornepayne. (See map in Appendix 1). In addition to distance, inclement weather conditions impact on the accessibility of services in the region. Some communities in the western part of the network are located closer to referral hospitals in Winnipeg and Minnesota than to Thunder Bay. As a result residents frequently seek secondary and tertiary care in those communities. As well, a number of northern Ontario residents receive tertiary medical services at academic health centres in southern Ontario.

Compared to the province as a whole, the population of northwestern Ontario is younger, has a higher rate of unemployment, lower income and has less formal education. There is a higher proportion of family physicians and a lower number of specialists compared to the province overall.

Standardized Mortality Ratios (SMRs) are commonly used as a proxy for the overall health status of residents in a region. Northwestern Ontario has an SMR higher than 1.00. The SMR is a ratio of the observed deaths in a population compared to the number of deaths that would be expected if it had the same mortality rate as the population of Ontario as a whole. Thus a SMR slightly above one means that the region had a higher mortality rate than the province. The Northwest population has a greater than average

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<sup>5</sup> Statistics Canada, 1996.

death rate due to mental illness, specifically, suicide and/or psychosis. In addition, there are high rates of infant mortality and low birth weights.

There are two hospitals located in Sioux Lookout, a federal and a community hospital. In 1997, a four party agreement was negotiated between the Ontario Ministry of Health, the federal government, the Nishnawbe-Aski Nation and the town of Sioux Lookout. The agreement makes provisions for the amalgamation of the two Sioux Lookout hospitals and siting of hospital services in a new facility on a single site.

### **Progress to Date**

The hospitals in the two proposed networks in Northwestern Ontario have developed a joint proposal that is outlined in Section C. Several of these hospitals have developed partnerships between themselves and other health care providers. These partnerships include shared administrative and clinical service provision.

## **Section C: HSRC Approach to Restructuring in Rural and Northern Communities**

The HSRC began its work in rural and northern communities by identifying networks of hospitals. The concept of networks was defined in the Ministry of Health's *Rural and Northern Health Care Framework*. Networks were identified as a mechanism for addressing some of the common issues regarding access, quality and affordability in rural and northern communities. The first step for the HSRC was to establish the membership of each network.

In June 1998 the HSRC sent letters to all hospitals affected by the Ministry's *Rural and Northern Health Care Framework* suggesting who their network partners should be. The HSRC based its development of the proposed networks on an analysis that considered: where patients live; where patients use local services and where they are referred when they need access to secondary and tertiary services; as well as formal relationships among hospitals. The HSRC also held information sessions for hospitals and district health councils to discuss further the HSRC's proposed process.

A total of 18 networks were proposed (Appendix 2), each including at least one secondary referral hospital. Members of each network were asked to provide their perspectives on a number of issues. Firstly, with respect to the proposed membership, the HSRC asked:

- *Is the membership appropriate – are the right hospitals included?*
- *If not, what hospitals should be added or included in another network?*
- *How should the DHC contribute to network development?*
- *Should referral centres used by the population served within each network be included?*

Secondly, with respect to organization of the network; that is, its policy- and decision-making capacity, the HSRC asked:

- *How should the network operate?*
- *What governance structure(s) make(s) the most sense?*
- *How will the proposed governance structure contribute to broader service integration that will be considered as part of Stage Two?*

For the most part, there was consensus concerning the proposed membership of the networks. It was also evident that a number of networks were relatively advanced in collaborative activities while others had begun a process to achieve better planning and coordination of service delivery at the local level. A common theme emerging from the initial feedback from many of the networks was a request for more time to develop or enhance their network relationships and the structures by which the members would link with each other.

## **Overview of Responses**

In response to the invitation to provide feedback, the HSRC received six responses. The hospitals, excluding the two Sioux Lookout hospitals, the Hornepayne Community Hospital and St. Joseph's Care Group, developed a joint submission. Separate submissions were received from Hornepayne Community Hospital, St. Joseph's Care Group, the Northwestern District Health Council and the Northwest Health Unit. A joint submission from the two Sioux Lookout hospitals was also received.

### ***Proposed Network for Northwestern Ontario***

The joint submission from the hospitals called for a network consisting of 13 hospitals, one community care access centre, the District Health Council and a community health centre. The Northwest Health Network was formed in June 1998 with a mandate to:

- Provide a forum for sharing success of local endeavours;
- Coordinate and unify operations of independent agencies to promote collaboration and efficiency;
- Encourage and support relationships with academic health science centres in Winnipeg, Minnesota and southern Ontario;
- Explore information communication systems.

The hospitals recommend that the HSRC recognize the Northwest Health Network as the hospital network. Network members will establish formal contractual agreements with one another as required. The Network will support existing arrangements between its individual partners. Individual boards will be retained to govern site specific services and oversee compliance of the contractual agreements.

### ***Membership***

The major issues identified regarding network membership relate to the proposed membership of the Hornepayne Community Hospital in the northwest network. Hornepayne Community Hospital prefers to be a member of the Network that has Sault Ste. Marie as the provider of secondary services. Since there is limited transportation to Thunder Bay, access to services in that community is difficult for Hornepayne residents. The hospital partners in the West Algoma Network support the inclusion of Hornepayne in their Network.

The submissions supported the Northwestern District Health Council becoming a full partner in the Network. The District Health Council, however, did not feel that the Council should have full membership in a delivery network. They did however, agree with being involved in the Network's work.

### ***Relationships and Linkages***

Hospitals were invited to provide feedback on what organizational linkages and decision-making structures should guide the members of the network in their relationship with each other.

The major issues regarding linkages included:

- The communities in the network are widely dispersed and serve distinct populations;
- Separate boards need to be retained to govern site specific services;
- Linkages to be developed through formal contractual agreements between individual members as necessary.

Secondary and tertiary services are accessed at hospitals in Winnipeg, southern Ontario and Minnesota in addition to Thunder Bay. The hospitals supported developing relationships between these other hospitals and the Network.

## **Section D: Network Goals, Objectives and Tasks**

The HSRC supports the concept of networks of hospitals to ensure that high quality health care is provided in an accessible and affordable manner in rural and northern communities. The network's challenge is to identify a governance structure that will support collective decision-making among the member hospitals in order to achieve restructuring within the areas served.

The responses from networks have been reviewed by the HSRC. In some cases on-site meetings have been held with network representatives. As a result of the feedback received, and reports on the status of activities voluntarily underway, the HSRC has made modifications to its original approach.

The HSRC will confirm the membership of each network and establish its overall goals and terms of reference. The Commission has developed goals and terms of reference taking into consideration the *MoH Rural and Northern Health Care Framework* and the progress that has been achieved voluntarily by some networks. The specific tasks of the networks have been identified but determining how these tasks will be completed will be the responsibility of each network.

The next step is for each network of hospitals to develop more detailed plans that address specific tasks that put the network in place. Therefore the HSRC is requesting that hospitals in each network develop implementation plans that address the type of relationship among the network members. This plan will outline organizational linkages that the members have developed in the short term plus long term structures and time frames that are envisioned. An outline of the progress made to date in implementing the short term and long term structures for the network is requested. The plans will also include strategies to share administrative, support and clinical services where appropriate, and to determine the roles, and scope of programs, of each of the hospitals in the network.

These plans are to be submitted to the Health Services Restructuring Commission no later than September 20, 1999. A template to be used in submitting the plans has been developed and is attached in the appendices. The HSRC will then review the plans in the context of the objectives and tasks to be completed and follow-up as appropriate. It is recognized that some networks may want the HSRC to review their plans prior to September 20, 1999.

The specific goals and tasks for the network are outlined below.

### **Network Goals**

- To improve access to services for the population served by the network
- To enhance the quality of services provided to the local population by the network hospitals
- To optimize planning and decision-making by the network.

These goals can be accomplished by completing the following tasks:

#### Network Tasks (Terms of Reference)

1. To ensure that appropriate organizational processes and structures are in place to facilitate further development of the network ( ie sizing, siting, sharing, rationalizing services provision.) This process is to include sizing and siting of:
  - *Acute Services*
    - Secondary Referral Hospitals: The Ministry of Health and the secondary referral hospitals will work together to apply the HSRC benchmarks to these hospital(s) and determine the configuration of services, where required, through the MoH Operating Plan process
    - Rural Hospitals: The network will apply the Ministry of Health/Ontario Hospital Association benchmarks for rural hospitals <sup>6</sup>
  - *Non-acute Hospital Services:*
    - The MoH will work with the networks to apply the HSRC's <sup>7</sup> benchmarks and to estimate the sizing, siting and reinvestments required for non-acute services,
2. To explore mechanisms that will foster greater collaboration and linkages between hospitals in the network with a focus on benefits that can be derived from
  - Sharing of administrative services,
  - Sharing of support services,
  - Establishing stronger clinical linkages and service clusters. This should include but is not limited to:
    - Developing standardized approaches to assess the quality of service provided (including practice guidelines/clinical protocols),
    - Establishing common methods to improve utilization,
    - Developing common credentialling,
    - Providing peer review among the network's members,
  - Developing a common strategic plan that will guide the development of an operational plan to serve the needs of the network and help guide clinical, operation, and financial decisions.
3. To clarify linkages and expectations between network participants with a focus on ensuring access to services at secondary referral centres.

<sup>6</sup> Rural and Northern Health: Parameters and Benchmarks Report of the Joint Committee of the Ministry of Health and the Ontario Hospital Association, July 1998.

<sup>7</sup> Change and Transition Planning Guidelines and Implementation Strategies for Home Care, Long Term Care, Mental Health, Rehabilitation and Sub-acute Care, 1998.

4. To identify linkages with regional referral centres and ensure access to tertiary/quaternary services.
5. To develop strategies to address common or shared human resource issues.
6. To develop strategies to address medical staff and other health professional recruitment and retention strategies.
7. To explore mechanisms for shared or common health information systems.
8. To explore opportunities that may exist within the network to:
  - Establish multi-disciplinary group practice work teams within the hospital or other locations in the network<sup>8</sup>
  - Enhance training/educational opportunities for the education of health professionals.
  - Initiate telemedicine/telecommunication initiatives that will support the needs of the network
  - Develop stronger partnerships with other health providers and organizations in the network to provide a better continuum of care (i.e patient centered approach.)

#### Network Options to Facilitate Decision-Making

It is expected that the proposed goals and tasks for the network can be achieved through a variety of organizational arrangements. A number of options can be considered to promote greater integration and/or linkages and coordination between and among network hospitals. These options range from organizational models that build upon the status quo to a complete change in organizational arrangements. (Appendix 4).

Some of the key issues that the network should consider when finalizing the linkages among network members and developing plans for implementation include:

1. **Potential for facilitating decision-making relevant to the Network that will lead to:**
  - a) improved quality (i.e. critical mass and clinical coherence)
  - b) improved access/accessibility (i.e. population need, service requirements, proximity, patient transfer, tertiary specialized programs)
  - c) information sharing
  - d) improved efficiency/affordability (i.e., clinical or administrative efficiency, restructuring savings support services consolidation, reduced overhead costs/better technology)
  - e) better long term planning and evaluation

<sup>8</sup> See Appendix 3 excerpt from *Examples of Excellence in Primary Care*, Ontario College of Family Physicians

- f) improved human resource planning (i.e., allow for network-wide HR planning, recruitment and retention of medical staff)
- g) supporting further (vertical) integration/coordination

**2. Ability to implement the option including consideration of:**

- a) past record of co-operation between/among hospitals (i.e., previous progress in moving restructuring forward)
- b) consistency/compatibility with other advancements achieved to date (i.e., consideration of vertical linkages and/or other partnerships established)
- c) number of sites
- d) degree of consistency with locally-developed solution (vs. imposed solution)
- e) acceptability based on the consistency of mission, values (including denominational) and principles of the parties

**3. Manageability of decision-making process**

**4. Geography/population considerations**

*(i.e., proximity, shared service areas, population characteristics, indicators of health status)*

**5. Patient pattern considerations**

**Conclusion**

**Analysis of the particular characteristics of the network and the above factors will enable the network to select organizational structures that will ensure that the goals for accessible, high quality and affordable health care are met.**

## **Section E: HSRC Conclusions**

The HSRC confirms that the northwest network membership will include:

Thunder Bay Regional (secondary referral)	Thunder Bay
St. Joseph's Care Group (non-acute)	Thunder Bay
Geraldton District	Geraldton
Lake of the Woods District	Manitouwadge
McCausland	Terrance Bay
Nipigon District Memorial	Nipigon
Riverside Health Care Facilities	Fort Francis, Emo, Rainy River
Wilson Memorial General	Marathon
Atikokan General	Atikokan
Dryden District General	Dryden
Red Lake Margaret Cochenour Memorial	Red Lake

The HSRC agrees that it is appropriate for the Hornepayne District Hospital to be included in the West Algoma hospital network.

The Sioux Lookout hospitals are encouraged to complete their amalgamation process. Once this amalgamation is completed, the merged hospital corporation should consider becoming a full partner in the Northwest Network.

The HSRC expects that the Northwest Network will develop and submit a plan to the HSRC by September 20, 1999. Given the significant distances between communities and the large number of sites, consideration should be given to developing two networks, one to the west of Thunder Bay and one to the east. When developing their plan, network members are encouraged to consider the specific issues surrounding access and provision of health services in their communities and develop a network arrangement that will allow the identified objectives to be completed in a timely manner. Specifically the plan that is submitted should include the following points:

- A statement of vision, mission and core values of the network.
- The configuration of programs across sites and siting of non-acute services using planning guidelines.
- Strategies for health professional recruitment and retention.
- Medical human resource planning and recruitment and retention strategies.
- Coordinated and collaborative strategies for delivery of hospital services across the broad community
- The clinical linkages (services and referral mechanisms) with secondary referral hospital(s) that have been established.
- Strategies for consolidation and sharing of administrative and support services across sites.
- Mechanisms to inform the communities served on all program and service changes.

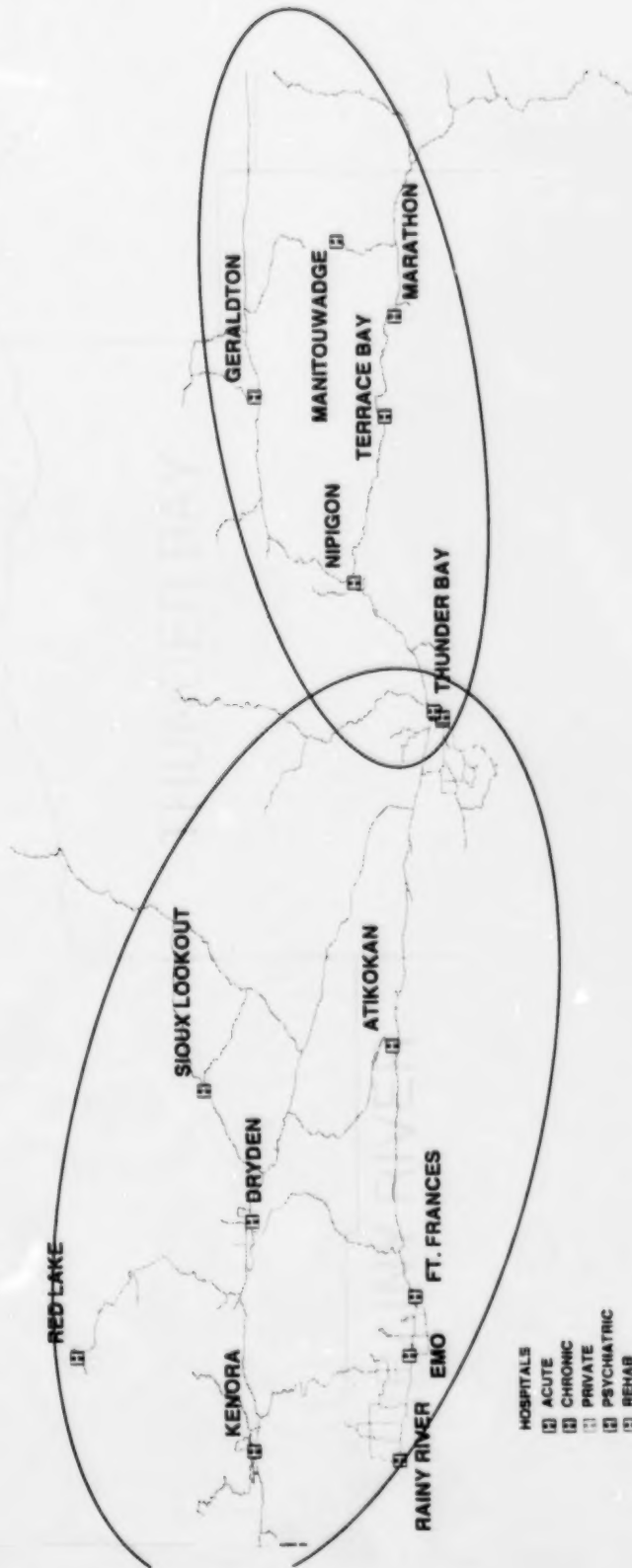
- Mechanisms to monitor quality and access.
- A plan for implementing a common or shared information system.
- Strategies for the identification of specific issues relating to the practice of medicine in a rural community and a plan to address the identified issues.
- A dispute resolution mechanism that the network will use to resolve potential disagreement between/among network members.
- Strategies for the involvement of the District Health Council(s) and the Community Care Access Centre(s) in network planning activities.

The report should also contain descriptions of the processes developed by the Network for:

- Overall strategic planning for the area served by the network.
- Planning for and siting of new programs and services.
- Planning for linked or shared clinical or administrative information systems to achieve coordination of services and continuity of patient care.

The final plan developed by the network is expected to address the goals and objectives and the Tasks (Terms of Reference) outlined in Section D. The document should be between 20 to 30 pages long and should follow the template guide contained in Appendix 5. The plan will be reviewed in the context of how the network intends to address the task (terms of reference) outlined.

# Appendix 1: Northwest Network (#12 & #14)





## **Appendix 2**

### ***List of Rural and Northern Networks Health Services Restructuring Commission***

<b><u>Network</u></b>
<b><u>Network 1: (Simcoe/Muskoka)</u></b>  South Muskoka Memorial Hospital, BRACEBRIDGE Huntsville District Memorial Hospital, HUNTSVILLE Royal Victoria Hospital, BARRIE Collingwood General and Marine Hospital, COLLINGWOOD Huron District Hospital, MIDLAND Orillia Soldiers' Memorial Hospital, ORILLIA Penetanguishene General Hospital, PENETANGUISHENE Penetanguishene Mental Health Centre, PENETANGUISHENE
<b><u>Network 2: (Grey/ Bruce)</u></b>  Grey Bruce Health Services, OWEN SOUND South Bruce Grey Health Centre, KINCARDINE Hanover and District Hospital, HANOVER
<b><u>Network 3: (Wellington)</u></b>  Groves Memorial, FERGUS Louise Marshall Hospital, MOUNT FOREST Guelph General Hospital, GUELPH St. Joseph's Hospital and Home, GUELPH The Homewood Health Centre, GUELPH Palmerston and District Hospital, PALMERSTON
<b><u>Network 4: (Haldimand / Hamilton)</u></b>  Haldimand War Memorial, DUNNVILLE West Haldimand General Hospital, HAGERSVILLE Hamilton Health Sciences Corporation, HAMILTON
<b><u>Network 5: (Thames Valley)</u></b>  St. Thomas-Elgin General Hospital, ST. THOMAS Strathroy Middlesex General Hospital, STRATHROY Woodstock General Hospital, WOODSTOCK Alexandra Hospital, INGERSOLL Tillsonburg District Memorial Hospital, TILLSONBURG Four Counties Health Services, NEWBURY London Health Sciences Centre, LONDON St. Joseph's Health Centre, LONDON

## **Network**

### **Network 6: (Nipissing / Timiskaming)**

Englehart and District Hospital, ENGLEHART  
Mattawa General Hospital, MATTAWA  
West Nipissing General Hospital, STURGEON FALLS  
Temiskaming Hospital, NEW LISKEARD  
North Bay General, NORTH BAY

### **Network 7a: (West Ottawa Valley)**

Almonte General Hospital, ALMONTE  
Arnprior and District Hospital, ARNPRIOR  
Carleton Place and District Hospital, CARLETON PLACE  
Queensway-Carleton Hospital, NEPEAN  
Kemptville and District Hospital, KEMPVILLE  
Perth and Smith Falls District Hospital, SMITHS FALLS

### **Network 7b: (East Ottawa Valley)**

Hawkesbury General Hospital, HAWKESBURY  
Winchester and District Memorial Hospital, WINCHESTER  
The Ottawa Hospital, OTTAWA

### **Network 8: (West Champlain)**

Deep River District Hospital, DEEP RIVER  
Renfrew Victoria Hospital, RENFREW  
St. Francis Memorial, BARRY'S BAY  
Pembroke General, PEMBROKE

### **Network 9: (West Algoma)**

North Algoma Health Organization (Lady Dunn General), WAWA  
Sault Ste. Marie General Hospital, SAULT STE. MARIE  
Plummer Memorial Hospital, SAULT STE. MARIE  
Thessalon Hospital, THESSALON  
Matthews Memorial, RICHARDS LANDING  
Hornepayne Community Hospital, HORNEPAYNE

## **Network**

### **Network 10: (Huron/Perth)**

Alexandra Marine & General Hospital, GODERICH  
Clinton Public Hospital, CLINTON  
Listowel Memorial Hospital, LISTOWEL  
Seaforth Community Hospital, SEAFORTH  
South Huron Hospital, EXETER  
Stratford General Hospital, STRATFORD  
St. Mary's Memorial Hospital, ST. MARY'S  
Wingham & District Hospital, WINGHAM

### **Network 11: (Sudbury Area)**

St. Joseph's Health Centre, BLIND RIVER  
Espanola General Hospital, ESPANOLA  
Manitoulin Health Centre, LITTLE CURRENT  
St. Joseph's General Hospital, ELLIOT LAKE  
Sudbury Regional Hospital, SUDBURY  
West Parry Sound Health Centre, PARRY SOUND

### **Network 12: (Northwest)**

Nipigon District Memorial Hospital, NIPIGON  
Geraldton District Hospital, GERALDTON  
Manitouwadge General Hospital, MANITOUWADGE  
Wilson Memorial General Hospital, MARATHON  
McCausland Hospital, TERRACE BAY  
Thunder Bay Regional Hospital, THUNDER BAY  
St. Joseph's Care Group, THUNDER BAY

### **Network 13: (Northeast)**

Anson General Hospital, IROQUOIS FALLS  
Bingham Memorial Hospital, MATHESON  
Chapleau Health Services, CHAPLEAU  
Kirkland and District Hospital, KIRKLAND LAKE  
Lady Minto Hospital, COCHRANE  
Notre Dame General, HEARST  
Sensenbrenner Hospital, KAPUSKASING  
Smooth Rock Falls General, SMOOTH ROCK FALLS  
Timmins and District Hospital, TIMMINS

<b><u>Network</u></b>
<b><u>Network 14: (Northwest)</u></b>  Thunder Bay Regional Hospital, THUNDER BAY Lake of the Woods District Hospital, KENORA Riverside Health Care Facilities, FORT FRANCES Dryden District General Hospital, DRYDEN Red Lake Margaret Cochenour Memorial Hospital, RED LAKE Sioux Lookout District Health Centre, SIOUX LOOKOUT Sioux Lookout Zone Hospital, SIOUX LOOKOUT Atikokan General Hospital, ATIKOKAN St. Joseph's Care Group, THUNDER BAY
<b><u>Network 15: (Alliston/Newmarket)</u></b>  Stevenson Memorial Hospital, ALLISTON York County Hospital, NEWMARKET
<b><u>Network 16: (Cornwall Area)</u></b>  Glengarry Memorial Hospital, ALEXANDRIA Cornwall General Hospital, CORNWALL Hotel Dieu, CORNWALL
<b><u>Network 17: (Brant / Norfolk)</u></b>  Norfolk General Hospital, SIMCOE Brantford General Hospital, BRANTFORD Willett General Hospital, PARIS
<b><u>Network 18: (Dufferin / Northwest GTA)</u></b>  Dufferin-Caledon Health Care Corporation, ORANGEVILLE Northwest GTA Hospital Corporation, BRAMPTON

### **Appendix 3**

#### **Examples of Excellence in Primary Medical Care as Provided by the Ontario College of Family Physicians**

The HSRC received a brief entitled *Examples of Excellence in Primary Medical Care* from the Ontario College of Family Physicians outlining some primary care models in Ontario. Some examples cited in the brief include:

- Sioux Lookout: Small Community with a Hospital
- Thames Valley: Small Community without a Hospital
- North Muskoka / East Parry Sound: Larger Community with Regional Integration of Services
- Prescott-Russell: Hospital-based model in Rural Eastern Ontario

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## **Appendix 4**

### **Organizational Models and Definitions**

#### **Amalgamation**

##### ***Working Definition***

- Two or more separate hospital corporations joining together and continuing as one corporation in accordance with the provisions of the *Corporations Act* and the *Public Hospitals Act*.

##### ***Essential Elements of Hospital Amalgamation***

- Results in a corporate entity (permanent structure)
- Must be full compliance with provisions of *Corporations Act* in order to amalgamate
- Must receive approval of Minister of Health, Public Guardian and Trustee and Ministry of Consumer and Corporate Relations
- Can result in one corporation absorbing the other or in the emergence of a merged corporation with new objects, arising out of the amalgamating corporation.

#### **Subsidiary Governance Model**

Subsidiary governance is built on models more prevalent in the private sector, but is quite consistent with the legal requirements of the Public Hospitals Act and other applicable Ontario legislation. A public hospital may carry on some of its activities through a subsidiary corporation, whether the subsidiary is incorporated as a non-share capital corporation under the *Corporations Act* (Ontario), under the *Business Corporations Act* (Ontario) (OBCA), the *Canada Business Corporations Act* (CBCA) or under other statutes.

In order for the subsidiary to be organized as a non-share capital corporation the *Corporations Act* provides that the subsidiary must have "objects that are of a patriotic, religious, philanthropic, charitable, educational, agricultural, scientific, artistic, social, professional, fraternal, sporting or athletic nature or that are of any other useful nature."<sup>9</sup> The impetus to create a subsidiary structure must be a compelling policy requirement for separate but related governance.

The subsidiary facility can have its own budget and operations separated from the parent hospital by agreement and bylaws of the parent hospital. It is a basic principle of corporate law that the board of directors of a subsidiary owes fiduciary duties to the subsidiary, and not to the parent corporation which controls the subsidiary. Therefore, the subsidiary boards of directors can represent the interests of the particular community on the subsidiary board. The drawbacks to the creation of subsidiaries, which must be weighed against the benefits, relate to the sharing of the mission, goals and core values of the parent corporation. In program-specific subsidiaries the loyalty to the particular

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<sup>9</sup> *Corporations Act*

program may prove to be an impediment to the unity of focus of the parent corporation. In the context of broad amalgamations of various organizations, the creation of subsidiaries may actually perpetuate the lack of a unified vision that the amalgamation was established to address. Such divided loyalties will always result in tensions and will require patient co-operation between the parent and subsidiary boards.

Subsidiaries must have real activities to govern and meaningful decisions to make. Actual decision-making authority must be delegated from the parent corporation to the subsidiary. If their decision-making is restricted to inconsequential aspects of governance, the question of why the subsidiaries were created in the first instance must be addressed.

### **Standing Committee Model**

If policy reasons exist for preserving particular foci respecting local or special interests, then the governance model created must facilitate the continuing focus on these issues. In the case of smaller hospitals or particular services or clinical programs, fears of attrition of resources to other missions or priorities of the corporation or lack of attention to the interests of the particular community or program area are real. To address the particular requirements of these communities or programs there are mechanisms other than the creation of subsidiary corporations that will guarantee these interests a voice at the board of the amalgamated hospital, ensuring their unique service needs are addressed. The "board committee" mechanism is one such option.

### **Alliance Agreement**

#### ***Working Definition***

- When two or more hospitals agree by contract to combine funding and management, clinical and/or support services in order to enhance quality and improve the delivery of hospital services through consolidation, without creating a corporation.

#### ***Essential Elements of an Alliance Agreement***

- the purpose and scope of the alliance
- where its principal office will be located
- the term i.e., duration of the agreement
- the amount of any capital contributions to the alliance by each participant
- accounting procedures and financial and other records
- dissolution and liquidation
- dispute resolution mechanisms
- management of the alliance, including who has decision-making authority and the duties of each participant

## **Joint (Executive) Committees (JEC)**

### ***Working Definition***

- An overarching body comprising representatives of the governing boards of two or more participating hospitals, that has authority to make decisions relating to the operations of the participating hospitals in order to facilitate integration and linkages among hospitals, the services they provide, the programs they operate and their clinical, professional and administrative personnel.

### ***Essential Elements of JEC***

- Participating hospitals continue to exist as autonomous entities, subject to delegation of certain authority to JEC's
- Explicit delegation of decision-making authority related to specific issues by the governing boards of the JEC
- Relationship should be created by way of written agreement/contract and ideally should set out by-laws or protocols with respect to conduct of affairs and operations of JEC, including accountability and reporting requirements with respect to governing boards.

## **Contract (Agreement)**

### ***Working Definition***

- [Except when referring to an Alliance Agreement] the term contract should be used to refer to a written, legally enforceable document setting out the nature of the [integrated] relationship between two or more hospitals, including the contractual rights and duties of each party and any remedies and penalties for breach of such duties.

### ***Essential Elements of a Contract/Agreement***

- Meet legal test for valid contract e.g., offer, acceptance, consideration, consensus
- Set out exact nature of contractual rights and duties of each party as well as remedies and penalties for breach thereof

### ***Management/Admin Contract***

- A contract between two or more hospitals, setting out the contractual rights and duties of each party relating to shared or integrated administrative and/or management personnel and/or services, including, without limitation, the CEO, the management team, information technology and professional personnel and/or services.

### ***Support Services Contract***

- A contract between two or more hospitals, setting out the contractual rights and duties of each party relating to shared or integrated support personnel and/or services, including, without limitation, security, purchasing, housekeeping, food services and laundry personnel and/or services, but excluding laboratory services.

### ***Clinical Services Contract***

- A contract between two or more hospitals, setting out the contractual rights and duties of each party relating to shared or integrated clinical personnel and/or services, including, without limitation, medical, dental, nursing, psychology, social work, pharmacy, occupational therapy and physiotherapy personnel and/or services.

## **APPENDIX 5**

### **RURAL/NORTHERN HOSPITAL RESTRUCTURING REPORT TO THE HEALTH SERVICES RESTRUCTURING COMMISSION September 20, 1999**

1. One report shall be submitted on behalf of the network. The report shall conform to the following:
  - The title page shall include the full legal name of the organization, and the name, full address, postal code, telephone and fax number of the person with whom the Commission may correspond;
  - A summary not exceeding 350 words shall be included, setting-out the significant points that are addressed in the submission;
  - The following specifications shall be observed:
    - *Font: 12 point*
    - *Page size: 8-1/2" X 11", single-sided*
    - *Margins: 1 inch on all sides*
    - *Line spacing: 1-1/2*
    - *Maximum pages: 30 including summary and appendices; plus title page*
    - *No of copies: 5 to be submitted*
    - *The report should be signed by the Board Chairs of the Network hospitals.*

The body of the report should contain five sections.

#### **Section I: Introduction**

This section will include a statement of the vision, mission and core values of the network..

#### **Section II: Organizational arrangements/linkages of the network**

Section II should describe the organizational arrangements and linkages between the hospitals. The intent is to determine how the network has addressed the tasks outlined in Section D of this report. The key tasks to be discussed in this section pertain to the following:

- *To ensure that appropriate organizational processes and structures are in place to facilitate further development of the networks.*
- *To clarify linkages and expectations between network participants with a focus on ensuring access to services at secondary referral centres.*

In some networks, there may be transitional or short-term arrangements made between hospitals as an interim measure. Therefore, this section should include the transitional or short term linkages and organizational processes that might be required as well as the longer term arrangements and processes that are planned.

**Part A: Transitional/Short-Term Linkage Arrangements.**

- Linkages and organizational processes among the members and with the secondary referral centre.
- Strategies to ensure access to tertiary/quaternary services.

**Part B: Longer Term Arrangements/Linkages (timeframe)**

- Linkages and organizational processes among the members and with the secondary referral centre.
- Strategies to ensure access to tertiary/quaternary services.

**Section III: Sizing and Siting of Services**

Section III should describe the sizing and siting of acute and non-acute services within the network. Section D of this report provides specific guidelines. The report needs to identify what decisions have been made by the network, in conjunction with the Ministry of Health, regarding the sizing and siting of all services. The MoH will apply the HSRC acute care benchmarks to the secondary hospital (where appropriate) and will work with the networks to apply the non-acute benchmarks.

The network will use the Ministry of Health (MoH) and Ontario Hospital Association (OHA) *Parameters and Benchmarks* to complete the sizing of acute services in the in rural hospitals.

The final siting of services can be summarized by completing the number of beds allocated to each hospital in each category, in the following table format:

**Summary of Network Bed Allocation**

Hospital	Acute	Subacute	Complex Continuing Care	Rehabilitation	Mental Health	TOTAL

#### **Section IV: Progress and Plans Regarding Achievement of Tasks/Terms of Reference**

This section should provide details on the Network progress-to-date and the long range plans of the Network regarding the points outlined below:

- Sharing of administration services.
- Sharing of support services.
- Establishing stronger clinical linkages & service clusters within the network.
- Developing standardized approaches to assess the quality of service provided among network members.
- Establishing common methods to monitor/improve utilization of hospital services.
- Developing common credentialling systems (including practice guidelines/clinical protocols).
- Developing mechanisms for peer review among the network's members.
- Development of a common strategic plan that will guide the development of a common operating plan.
- Strategies to address common or shared human resource issues.
- Strategies to address medical staff and other health professional recruitment and retention issues.
- Strategies to identify specific issues related to the practice of medicine in a rural community and a plan to address the identified issues.
- Mechanisms for shared or common health information systems.
- Mechanisms for the identification of new program needs and siting of services to meet the needs.
- Mechanisms to inform the community on program and service changes within the network.
- Strategies for the involvement of the District Health Council(s) and Community Care Access Centre(s) in network planning activities.
- A dispute resolution mechanism.

#### **Opportunities that may exist by using the hospital infrastructure as a mechanism for:**

- The establishment of multi-disciplinary group practice work teams within the network.
- Enhancement of training/ educational opportunities for the education of health professionals.
- Teleconferencing or distance education initiatives.
- Partnerships with other health providers and organizations in the network to provide a better continuum of care.

#### ***Section V: Specific Network Issues***

Section V should describe particular issues that are a concern of the network. This may include, for example, issues related to delivery of services to specific populations; the role of specialty hospitals located within the network; plans for dealing with particular

health issues specific to the network population; issues related to geography or distance, etc.